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SENSITIVE

STATE FOR G/TIP, G, INL, DRL, PRM, IWI, AND NEA/RA

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SUBJECT: EMBASSY AMMAN'S 2005 TIP REPORT

REF: 04 STATE 273089

11. (U) Embassy Amman's contribution below to the annual Trafficking in Persons report is keyed to the instructions found in reftel.

Checklist

12. (SBU) A. Based on the information available to post, Jordan is not a country of origin or transit for trafficked men, women, or children. An element of fraud may be involved in employing and bringing some foreign domestic workers (FDWs) to Jordan. In addition, some FDWs end up in abusive situations, but neither the GOJ nor the Embassy can establish a causal link between possible fraud in recruitment and eventual abusive working conditions.

13. (SBU) Sources of information for this report include the Foreign, Labor, Justice and Interior Ministries, NGOs, other embassies, and independent analysts. GOJ sources are generally reliable, but their numbers tend to have inaccuracies as they do not have the funding/capacity to count all foreign workers. The NGOs and independent analysts contacted for this report are reliable but only have estimates regarding the number of foreign workers in Amman.

Prevention

14. (SBU) B,E,G The Interior and Labor Ministries are most directly involved in activities affecting trafficking. The Public Security Directorate (PSD), under the Interior Ministry, actively controls the borders with both entry and exit controls, and the military assists by monitoring the borders between ports of entry. The PSD also investigates crimes including physical abuse and immigration violations; the Interior Ministry issues residence permits to foreigners already present in the country. As of 2003, the Labor Ministry regulates the recruiting and employment conditions of FDWs. The government has not formally assigned anti-trafficking duties to a specific body, nor does it have a national action plan, and it is limited financially in its ability to carry out trafficking-related programs. The government does have active public corruption task forces involving several law enforcement and prosecutorial bodies.

1C. UNIFEM's ongoing national program for Jordan includes plans to publicize the poor work and living conditions of some FDWs and the government has been supportive of the program. The Ministry of Labor is currently working in cooperation with UNIFEM to issue a pamphlet that will highlight the rules and regulations pertaining to foreign workers in Jordan. The pamphlet will explain the rights and obligations of foreign workers under Jordanian labor law and cite relevant legislation. The plan is to raise the awareness of both employees and employers of the legal protections afforded foreign workers.

1D. The King and the current government have continued to make the empowerment of Jordanian women, politically and economically, a top priority. Queen Rania remains a strong advocate for women's and children's rights. The government has a number of programs that could be defined as combating trafficking in women and children. For example, the Ministry of Social Development (MSD) has a program to rehabilitate street children. The Ministry of Labor conducts vocational training programs for young rural women. The PSD, MSD and Ministry of Education have cooperative programs that provide mentoring and vocational training for at-risk youth. However, we have no evidence of trafficking of Jordanians.

1F. A government steering committee that monitors and evaluates the conditions of FDWs in Jordan continues to meet. Membership includes government agencies, UNIFEM, NGOs, and FDW source country embassies. Committee members have an active and cooperative working relationship. UNIFEM considers its program for migrant workers in Jordan, including GOJ

participation and the GOJ-endorsed standard FDW contract, a model for the region. Trafficking is not commonly discussed in civil society and is not a widespread concern.

Investigation and Prosecution of Traffickers

15. (SBU) A. A 1926 law specifically bans trafficking in children. The 1929 slavery nullification law makes it a crime to force or entice a person to come to or depart Jordan to be traded, purchased, or sold. Traffickers can also be prosecuted under the penal code of 1953, which bans all forms of slavery. Penal law 16 of 1960 criminalized extramarital intercourse (including prostitution), providing for punishments ranging from 5 years imprisonment to execution, depending on the age of the victim and the relation of the accused to the victim. Under Penal Code articles 333 and 334, physical harm that causes a victim to miss work is punishable by imprisonment of three months to three years and/or small fines, with punishments of up to ten years for causing a permanent disability or inducing an abortion.

B, C. The penalty for indecent assault, without force, is punishable by a minimum of 5 years imprisonment if the victim is less than 12 years of age (Penal Code Art. 298), with greater punishments for use of force (Penal Code Articles 296-299). Inducing a woman to extramarital sexual relations is punishable by a minimum of 3 months imprisonment (Penal Code Art. 304). Labor exploitation is subject to legal bans on bonded labor and slavery as described above. The penalties for rape range from 5 years imprisonment, if the victim is over 15 years of age, to execution, if the victim is under 15 or in cases of incest.

16. Jordan does not have an identified child sex tourism problem.

Protection and Assistance to Victims

16. (SBU) B. The interagency Family Protection Department (FPD), coordinated by the PSD, states that it offers the following assistance to all victims of abuse, including FDWs, regardless of citizenship or socio-economic status: translation/interpretation services, interviews conducted by a female police officer in a private room, medical exams conducted by forensic doctors at FPD facilities as opposed to public hospitals, provision of clothing and "secure resort" until investigation is complete, consular notification, and access to counseling. In practice, shelter and legal assistance are also provided by the respective embassy and/or friends. Immigration assistance, e.g. temporary relief from deportation or waiving of overstay fines, may be provided on an ad hoc basis, but all overstayers are subject to fines, regardless of reason. Jordan has begun to develop shelter and other support services to women and child victims of abuse, including Jordanian citizens. The FPD coordinates closely with a small number of domestic NGOs to help abuse victims access the limited services available.

17. The government does not provide training on how to assist victims of trafficking. However, the FPD and NGOs have raised the profile of abuse within Jordanian society. The FPD has become increasingly adept at assisting victims of abuse and staff members have been trained in the special needs of these victims.

18. (U) Embassy point of contact on trafficking is political officer Keith Heffern. Office phone number is 962-6-590-6597, fax 962-6-592-0159, e-mail HeffernKL@state.gov.

19. (U) Time spent preparing this report: FSN9 10 hours, FS03 Poloff 50 hours, FS02 Poloff 1 hour, FS01 Poloff 1 hour.
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